4
LAND USE AND CIRCULATION

The Eisenhower East study area is located along Alexandria's southern boundary immediately south of the King Street Metro station and centered on the Eisenhower Avenue Metro station. The existing circulation and development pattern in Eisenhower East is mixed. A major east-west vehicle route, Eisenhower Avenue, links the area to the rest of the Eisenhower Valley over Telegraph Road, serves the Metro, and connects the east and west ends of the study area.

The northeast quadrant of the Eisenhower East study area includes the planned Carlyle development, with its new grid of streets that roughly match the dimensions of the blocks found in portions of Alexandria's Old Town. The grid within Carlyle extends from Duke Street, a major urban arterial on the north, southward to Eisenhower Avenue, with east-west streets completing the grid. With the exception of Eisenhower Avenue, the balance of the study area currently lacks an appropriate number of public streets (See Figure 4-1, Existing Street System) to create an effective urban grid to facilitate pedestrian circulation and provide alternative routes and turning opportunities for the automobile.

The current street pattern exists because the ownership pattern of the undeveloped property is configured in large, suburban-style parcels with relatively few property owners. Historically, the area was marshland and was not integrated with the balance of the City. At one time, this area was

considered a suburb of the urban areas of Alexandria, especially Old Town. The development pattern consisted of large, suburban-style buildings surrounded by parking or parking provided in large free-standing parking garages—a typical development pattern found in suburban America.

The vision for Eisenhower East is for a dynamic urban mixed-use community within the City of Alexandria. The intent is to create a true "urban village," which focuses on encouraging alternatives to the automobile to create a quality Alexandria neighborhood incorporating living, working, shopping, and entertainment. The key to creating a vibrant urban center is maximizing the potential of the existing Eisenhower Avenue Metro station. The Eisenhower East Plan calls for the extension of the existing Metro station platform northward over Eisenhower Avenue to provide a direct pedestrian connection from the existing station location to the north side of Eisenhower Avenue.

The Plan maximizes the use of the station and the Metro system by enhancing the pedestrian access to the station, providing coordinated shuttle transit service, facilitating connections to Metro with the city-wide DASH transit system, providing a mix of land uses to extend the active hours and days of

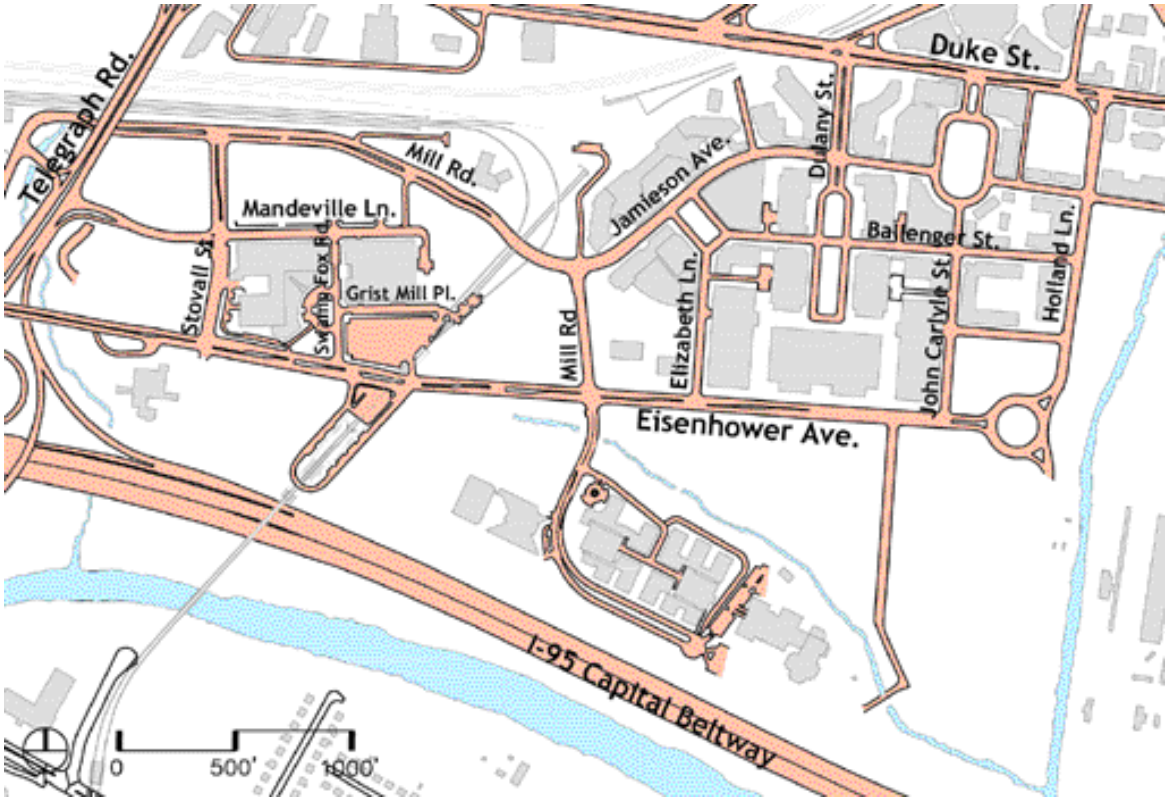

Figure 4-1 Existing Street System

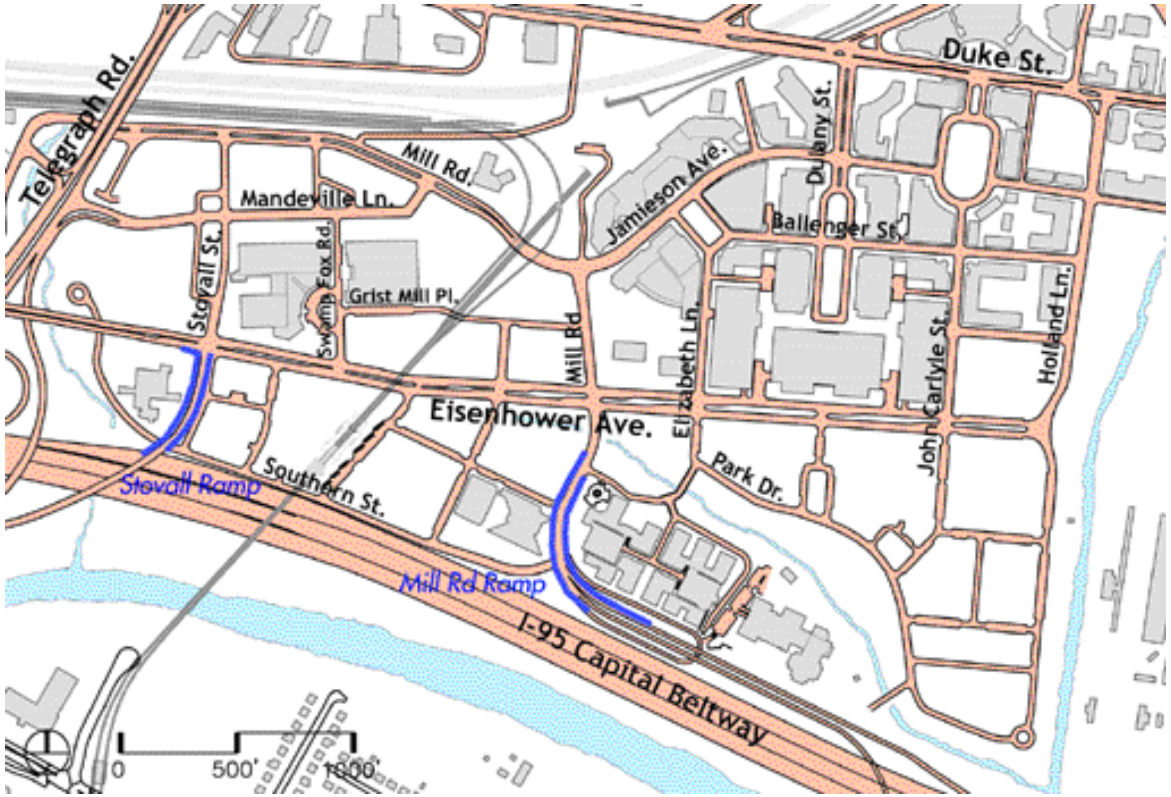

Figure 4-2 New Street Pattern

use, and encouraging greater ridership through incentives provided by a transportation management district.

Eisenhower Avenue

The Eisenhower East Plan calls for Eisenhower Avenue to become a major urban boulevard. The vision is for a proud, landscaped urban boulevard with wide landscaped sidewalks and a thirty-foot-wide landscaped median. (See Figure 4-3, View West Along Eisenhower Avenue on the following page.) The road section will accommodate three lanes of traffic in each direction with the curb lanes accommodating parallel parking. (See the Transportation chapter for further discussion of on-street parking.)

Single left-turn harbors and pedestrian crossings with special paving are provided at each break in the median; however, sufficient width exists in the median to provide two left turn lanes from Eisenhower Avenue to Mill Road and the Capital Beltway ramps if the alternative Elizabeth Lane extension is not constructed (see later discussion). The intent is to create a beautiful urban boulevard where the pedestrian will feel equally at home with the vehicles.

Eisenhower Avenue (See Figure 4-2, New Street Pattern) accommodates both local and through-city traffic. The new boulevard will distribute through-city traffic from the Capital Beltway via

new express ramps. These new ramps, which land on the extension of Mill Road, will provide ingress and egress from the express lanes that serve Maryland and Washington, DC origins and destinations on the east side of the river. A future ramp is also projected at Stovall Street from the Capital Beltway to serve Alexandria and the Eisenhower Valley area.

The Urban Street Grid

The Eisenhower East Plan extends the urban street grid concept of roadways and sidewalks established in Carlyle through the balance of the area (See Figure 4-2). The urban roadway grid establishes development blocks approximating the size of those found in the original plan for Carlyle and Old Town. Early in the planning process, many concerns were raised about the ability for Eisenhower Avenue to carry the projected through and local traffic as a stand alone arterial.

Strategies were explored for reducing the number of vehicle trips and facilitating the movement of vehicles. Establishing an interconnected urban grid of streets was considered paramount for mitigating potential impacts and managing traffic in Eisenhower East.

The blocks created with the grid network establish the framework for a quality street environment, which in turn creates a handsome landscaped pedestrian streetscape with retail frontage where

Figure 4-3 View West Along Eisenhower Avenue

appropriate. The intent is to pattern the streetscape after the primary streets in Old Town. The streets will have generous sidewalks paved with brick, pedestrian scaled street furniture, and classic street lighting.

The grid pattern of streets establishes east-west and north-south circulation. The east-west streets within the grid supplement Eisenhower Avenue in peak hours when greater capacity is needed. The street grid provides alternative routes and provides supplemental locations to accommodate turning movements that slow traffic flow in peak hour conditions.

The Grid Pattern West of Mill Road

The Eisenhower East Plan calls for three primary east-west streets in the western portion of the study area. Mill Road from its intersection with Jamieson Street turns westward and follows along the northern boundary of the Hoffman property and under Telegraph Road, with alternative connections back to Eisenhower Avenue and to Telegraph Road. The existing private Grist Mill Road that exists on the south side of the AMC theater complex is extended eastward under the Metro tracks and through the recently approved Mill Race development to Mill Road.

On the south edge of the Hoffman parcel, a new southern boundary road connects through the ATA property to Mill Road on the east and extends to the west across Stovall Street (or in the future under the Stovall ramps) and then turns northward and passes under Eisenhower Avenue where it is known as Taylor Drive which ends in a cul-de-sac.

A key component of the grid is the northward extension of Swamp Fox Road which lies between the Hoffman One office building and the AMC theater building. This street is currently closed to through vehicular traffic to meet Department of Defense (DOD) security requirements that require vehicle "stand-off" distances from DOD-occupied buildings.

The intent of the Plan is to "harden" the east end of the Hoffman One building, which would obviate the need for a standoff setback along Swamp Fox Road. Swamp Fox would then be extended northward, around a small park that visually terminates Swamp Fox, to meet Mill Road at the north end of the Hoffman properties. Also key to completing the grid is Mandeville Lane that lies on the north side of the Hoffman One Building.

To provide security setbacks for the Hoffman One building, the existing roadway is offset to the north, providing the required standoff distance from the roadway to the building. The street is then extended eastward to intersect with Mill Road. The space created by the standoff distance is in-filled by retail at street level.

The Grid Pattern East of Mill Road

North of Eisenhower Avenue the grid is established by the roadway pattern of Carlyle. An extension of Elizabeth Lane southward to Mill Road is proposed to add capacity for left hand turns from Eisenhower Avenue to Mill Road, and conversely, right turns from Mill Road to Eisenhower Avenue.

South of Eisenhower Avenue, Hooff's Run Drive is vacated and replaced by the extension of John Carlyle Street southward, terminating in South Carlyle Square and connecting around the square to a new roadway, Park Road – that generally runs east and west – and parallels a resource protection area and new park. Dulany Street is also extended from Eisenhower Avenue to the park, and provides a visual extension of Dulany Gardens within the PTO complex to the new park along Mill Run. Additional east-west and north-south streets are created south of Eisenhower Avenue to establish circulation and access, as well as, reasonable development blocks.

The land in the southeast corner of the Eisenhower East Study Area is owned by five private parties and the City. The City will coordinate with the property owners to ensure appropriate rights-of-way for the new roadway pattern. The locations of the new roads have been established to facilitate equitable land trades that will create new rights-of-way to accomplish the new street pattern (see Figure 4-4, Land Ownership and New Rights-of-Way.)

Land Use Element

Land Use/Circulation Strategy

To accomplish the vision for Eisenhower East as a dynamic urban community within the City of Alexandria, the Eisenhower East Plan creates a true mixed-use neighborhood with a balance between jobs and housing at a density that will support and be served by a multi-modal transit system.

Retail and service commercial facilities are added to the land-use mix to ensure the presence of support facilities and to establish a pedestrian-friendly neighborhood that is active and vital 16 hours a day/ 7 days per week. An integrated system of pedestrian streetscapes, squares, plazas, and open space/parks provide a necklace of green throughout the area and green "urban jewels" to enrich the lives of the residents, workers and shoppers.

Key also to creating a quality living and working environment is the need to reduce the amount of traffic that potentially could be developed in the area given the existing zoning and the need to accommodate unrelated through traffic. A series of traffic mitigation strategies were analyzed, and it was determined that within the Eisenhower East study area, the Plan could reduce the negative impacts of traffic and enhance the quality of life through seven key strategies:

- Create an urban grid of interconnected streets;
- Concentrate the greatest development density within 1500 feet of the Metro station;

Figure 4-4 Land Ownership and New Rights-of-Way

- Achieve a balance between jobs and housing commensurate with the ability to maintaining appropriate revenues to serve the needs of the City and the neighborhood;
- Provide a modest reduction in development intensity;
- Create a pedestrian-friendly community with retail/commercial services and entertainment that obviates the need for short internal trips and extends the activity of the neighborhood over a 16 hour per day /seven day per week period;
- Optimize the amount of joint use parking and minimize the overall amount of parking; and
- Maximize the use of the transit facilities by implementing a district wide Transportation Management Program.

The following outlines how the Plan responds to the seven strategies.

Urban Roadway Grid Strategy
The urban grid, outlined above, creates the framework of development blocks for the location of land uses within Eisenhower East. The grid substantially reduces traffic congestion by providing alternative routes and turning options, and in addition, creates a sense of "openness" throughout the neighborhood. The grid provides connectivity and creates pedestrian options, and provides opportunities for vistas, landmarks, and visual corridors for important buildings. The new block pattern enhances the development potential by providing "development ready" sites of a size appropriate for new urban development. Lastly, the secondary streets provide for the location of service entries and ingress and egress from parking structures.

Land Use Location Strategy
The Eisenhower East Plan capitalizes upon the public investment in the Eisenhower Avenue Metro Station and the potential to create a transit village at a development intensity that would not be able to be attained within a community served only by the automobile. A number of studies have shown that office and residential uses within a tight perimeter of major transit stations generate significant increases in transit use. The studies show that a significant percentage of the daily office trips within 1500 feet of a major transit station are by transit. The use of the automobile is diminished, resulting in a reduction in the need for street capacity and parking. Similar studies have shown that residential uses within the 1500-foot radius – and indeed further – provide heavy utilization of transit. Residential uses close to a transit station are valued at least 15% more than a similar residential unit in a non-transit location. An added benefit is that the residential uses near a transit station use the transit for a longer period of the day (as opposed to heavy use only in the peak hour for office use) and during all seven days of the week. The Eisenhower East Plan locates the highest office and residential densities within a 1500-foot radius of the Eisenhower Avenue Metro Station. In fact, of all of the planned new development, 73% of the office area, 66% of the residential and 82% of the retail/entertainment uses are located within 1500 feet of the Metro.

Land Use Balance Strategy
To create a dynamic day and nighttime community, the Eisenhower East Plan calls for a balance of office, residential, hotel, and retail/entertainment uses. Traffic studies early in the planning process indicated that the balance of residential and office use (sometimes known as the jobs/housing balance) has more effect upon traffic impacts than other factors such as location of uses or reduction in the intensity of the overall development. Based upon these studies, the Eisenhower East Plan calls for providing residential accommodations for approximately one resident for every two jobs. Assuming an average of 3.5 to 3.75 employees for each 1,000 SF of office and 1.8 to 2.0 residents for each 1,000 GSF of residential development, an equal balance between the area of office and residential results in approximately two jobs for every resident; therefore, the Plan calls for the distribution of the gross square feet of new residential and office uses on a 50/50 basis. This balance is consistent with the goal of reducing trip generation and traffic, development economics and economic benefit to the City.

Land Use Intensity
In addition to the requirements to balance the land uses between office and residential, it was determined through the planning process that to achieve the desired reduction in traffic impacts, some modest reduction in overall development

intensity (from existing maximum zoning) should be incorporated into the Plan.

Several alternatives were considered. The most straightforward and equitable approach found was to base the allowable building floor areas on gross square feet rather than net square feet. This Plan requirement, in addition to creating a modest reduction in allowable area and providing more certainty in the actual size of buildings, will result in better buildings because the incentive to construct occupiable floor area with ceilings heights less than 7'6" would be eliminated.

Retail/Commercial Strategy
The Eisenhower East Plan incorporates a regional serving retail/entertainment complex and a neighborhood serving area to provide for the needs of the workforce and residents of Eisenhower East. These facilities provide the necessary retail, restaurant, entertainment, and service facilities to lessen the need for trips between Eisenhower East and other areas of the City to fulfill daily needs. A variety of restaurants and services will result in office workers remaining within the neighborhood during the workday.

Parking Strategy
The Eisenhower East Plan parking strategy (see discussion below) optimizes the parking for each of the uses within the planning area and establishes a limitation on the amount of parking to encourage the use of transit and limit the number of single occupancy vehicles on the street.

Transit Strategy
The Plan includes the formation of a district-wide Transportation Management Program (TMP) to ensure a coordinated program of policies and incentives to maximize the utilization of the existing and proposed transit infrastructure in the area.

Impact of the Seven Traffic-Reducing Strategies

Each of the seven key strategies are carefully integrated into the land use and circulation aspects of the Plan. The synergy gained through integrating the seven strategies into one plan results in substantial improvements in the traffic performance. In January of 2003, Wilbur Smith compared the AM and PM peaks traffic flows on Eisenhower Avenue under the Eisenhower East Plan with their earlier study that had determined the traffic flows for maximum development under the current zoning.

The results of this analysis indicated that the Eisenhower East Plan will have 25% fewer trips in the PM peak hour than the build out scenario under the current zoning and 29% fewer trips in the AM peak hour. The overall reduction in average daily traffic (ADT) was 17%. Perhaps of more importance is that the projected performance of the major intersections under the Plan performed extremely well. Below is the projected level of 2020 Build-out Peak Hour Levels of Service at major intersections located within the Eisenhower East study area. (See Table 4-1.) The comprehensive traffic analysis also showed improvement to the level of performance for intersections located outside of the study area, including:

AM Peak Hour:
- Duke Street & Taylor Run Parkway: Level C to B
- Duke Street & Diagonal Road:* Level F to E
- Duke Street & Holland Lane:* Level F to E
- Eisenhower Avenue and Mill Road Extended:* Level F to B

	AM Peak	PM Peak
Eisenhower and Mill Road	Level B	Level C
Eisenhower and Stovall Street	Level D	Level C
Eisenhower and Swamp Fox Road	Level B	Level D
Eisenhower and John Carlyle Street	Level B	Level C
Eisenhower and Holland Lane	Level A	Level A

Table 4-1 Projected 2020 Build-out Peak Hour Levels of Service

Figure 4-5 Land Use

PM Peak Hour:

- Duke Street & Taylor Run Parkway: Level F to D
- Eisenhower Avenue and Mill Road Extended:* Level F to C

(*Without the Plan, these intersections are projected to operate at failing levels.)

While traffic reductions resulting from the Plan occurred at the other Duke Street intersections, at Callahan Drive, John Carlyle Street, and Reinker's Lane, these intersections continue to operate at over-capacity in the 2020 Buildout Year.

The traffic analysis explored potential impacts (using ADTs) to the local neighborhoods north of Duke Street. This evaluation included the six streets west of Telegraph Road (Taylor Run Parkway, Cambridge Road, Yale Drive, Quaker Lane, Fort Williams Parkway, and Janneys Lane) and two streets east of Telegraph (Russell Road and Eisenhower Avenue). All showed a reduction in the amount of traffic generated from Eisenhower East under the Plan. Overall, projected traffic reductions (in ADTs) of 17-18% are anticipated along these streets with the implementation of the seven strategies integral to the Plan.

Land Use Concept

Land Use and Development Allocations

Figure 4-5, Land Use, indicates the location of the primary uses on each block. The Land Use Plan and the following Development Controls (that will be incorporated into the revised and new CDD zones) indicate the intended primary land use of the block, required location for ground level retail, the allowable gross building square footage for the block, the maximum height of the building base, and the suggested locations and maximum height of tower buildings.

While the Land Use Plan indicates the "primary" use for the block, the Plan encourages a mix of uses on each block and includes provision for the transfer of the primary use from one block to another within an individual CDD. The optimum location of land uses was established following an analysis of the proximity to the Metro, proximity to major roadways, adjacency to parks and open space, distance from noise, and other environmental hazards.

The allowable gross development for each block was determined following an analysis of the maximum square footage allowed with all incentives taken into consideration (including converting net areas to gross areas) under current zoning, a factor for above grade parking, the ability of the site to accommodate the development, the distance to transit, the

appropriateness for large or tall buildings and the balance between the land uses. The Plan is predicated on modifying the King Street/Eisenhower Avenue Metro Station Small Area Plan to incorporate the provisions of the new Eisenhower East Plan.

The Plan recommends modification to the boundaries of the existing CDD 1 and CDD 2 zones and the creation of a new CDD 11 to incorporate the land south of Eisenhower Avenue and east of Mill Road. Design Guidelines for each block to achieve the vision of a quality urban neighborhood will be developed by the Department of Planning and Zoning and adopted by the Planning Commission.

Figure 4-6, Existing Zoning Boundaries, indicates the location of the existing zoning in the planning area and Figure 4-7, Proposed CDD Boundaries, indicates the properties to be included within the CDDs under the Plan, including the revisions to CDD 2 and the location of the new CDD 11. The zoning of the properties located outside the proposed CDD boundaries will retain their existing zoning under the Plan. The Plan recommends the location of the principal land use using a block-by-block approach that is based on the desired and appropriate location to achieve the vision and objectives for the Eisenhower East community. It is important to maintain a balance of the new residential and office uses to sustain the retail uses and the overall livability of the neighborhood, in addition to the traffic reductions that come from a balanced distribution

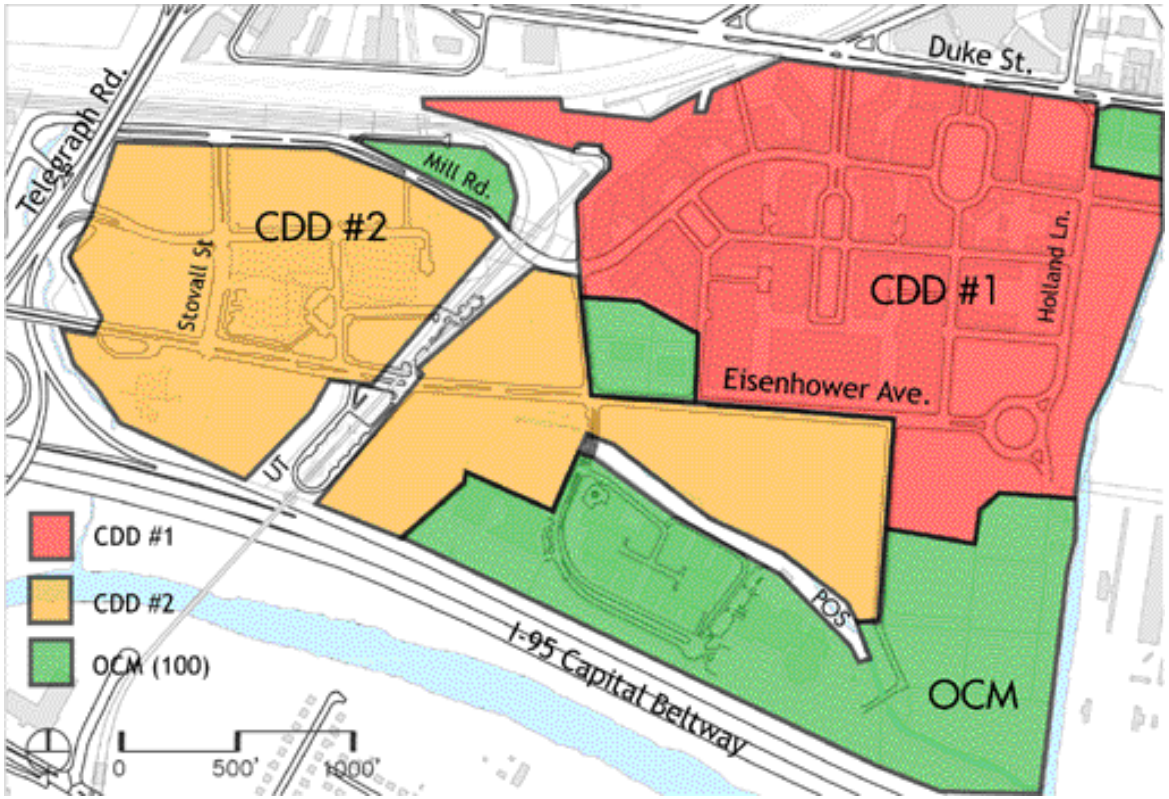

Figure 4-6 Existing Zoning Boundaries

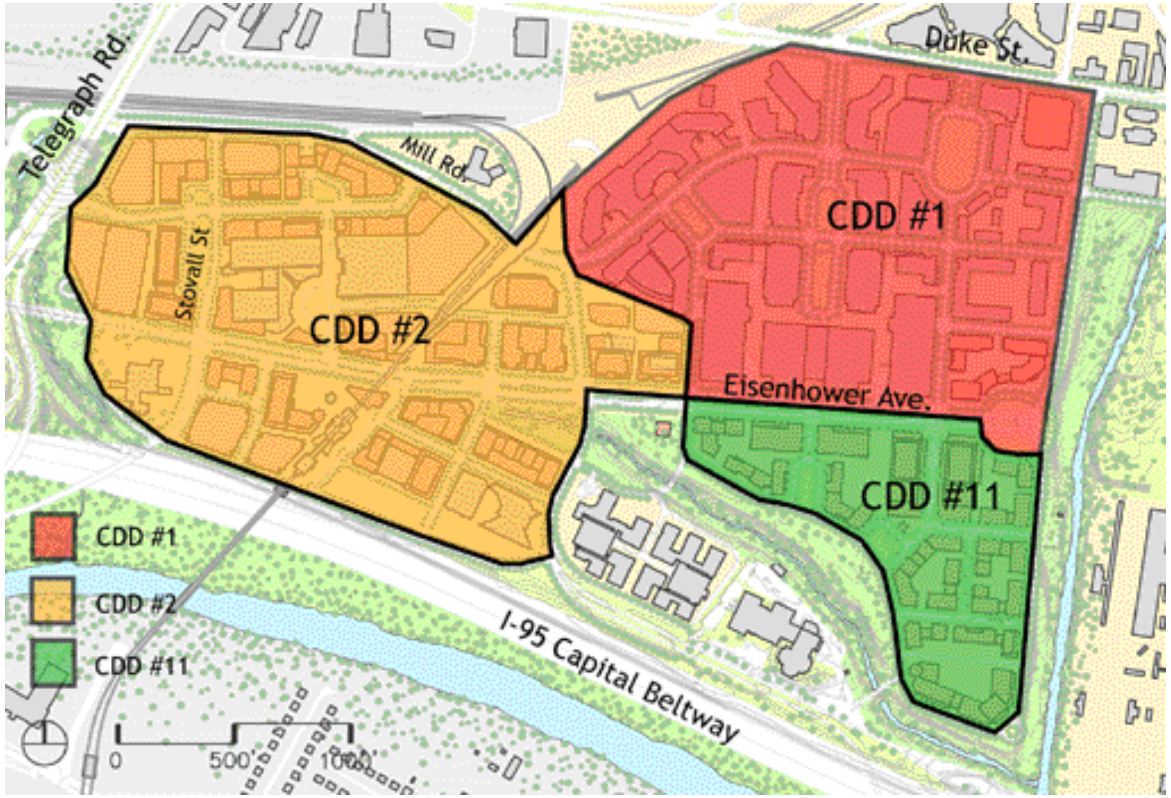

Figure 4-7 Proposed CDD Boundaries

of the office and residential uses. Maintenance of a 50% office/50% residential balance is desirable.

However, market conditions will likely affect the timing of new construction, and flexibility is incorporated within the Plan to shift the principal land use from one block to another within the individual CDDs. Change in the primary use of the property (e.g., from residential to office or vice versa) may be permitted within each CDD during the development approval process, provided that the overall 50/50 balance is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan.

A change of use that results in the transfer of an equal amount of square footage from one parcel to another may be done administratively. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan.

Figure 4-8, Block Numbers, indicates the block designations used in the Plan. Figures 4-9 and 4-10, Development Controls for CDDs 2 and 11, outline the primary use, the allowable gross square footage (AGSF), the maximum building height, retail area, and the other general development controls for each of the undeveloped or partially developed blocks within each proposed CDD.

The allowable gross floor area for each block includes a factor to accommodate the above-grade parking that cannot be incorporated in two levels of

underground parking. The methodology for calculating the AGSF is outlined in Parking Strategy.

Retail Centers

The City commissioned a market study by a national real estate economist to assess the potential for retail within the Eisenhower East study area (see discussion above - Real Estate Market Context). The results of the study indicate that, given the proposed scale and development intensity of Eisenhower East, the central location of the Metro and the potential for a regional draw with the existing and potential entertainment venues, there is a market for a regional serving retail/entertainment center focused on the Metro and

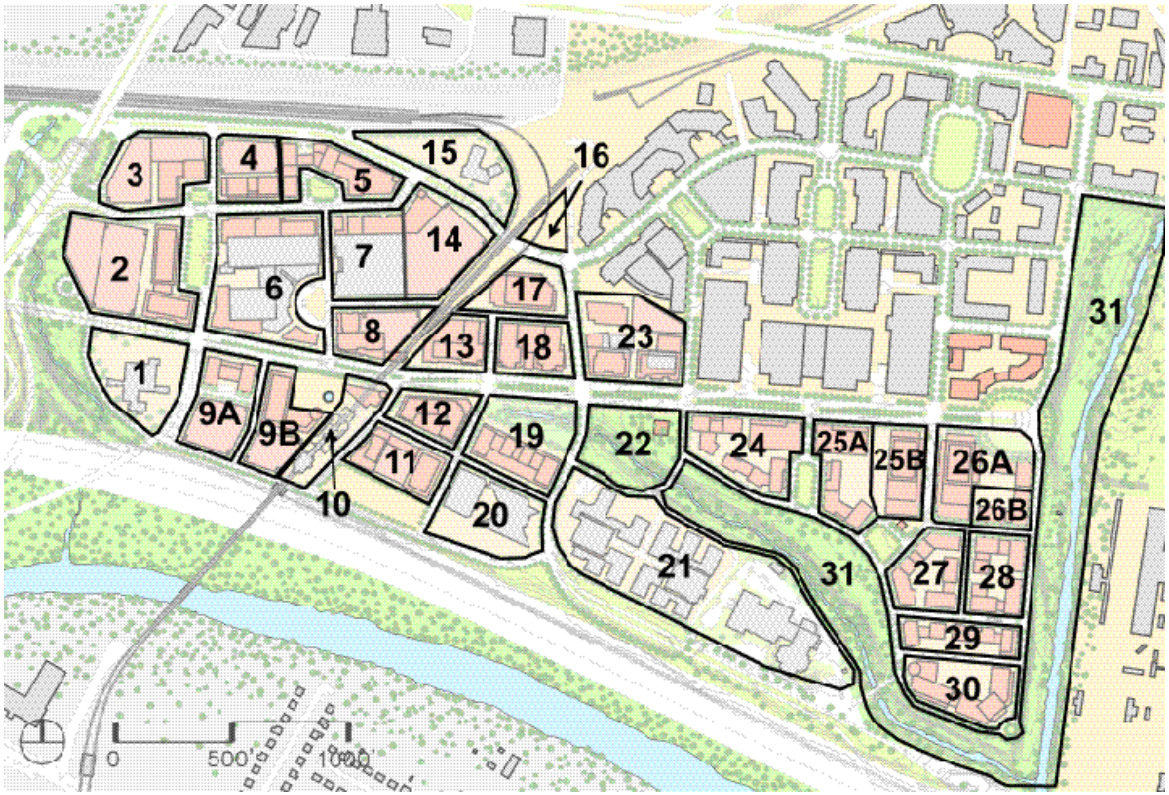

Figure 4-8 Block Numbers

Property Name/Owner	Block	Net Development Site Area*	Principal Use	Allowable Gross Floor Area	Building Height (Stories)	Maximum Tower Height (in feet)	Ground Floor Retail**
Holiday Inn	1	179,119	Hotel	101,000	10-15	150	
Hoffman	2	168,400	Office	789,000	10-15	210	
West Side Gardens		34,800	Open Space				
Hoffman	3	98,700	Office	379,000	10-15	210	
Hoffman	4	59,700	Office	339,000	10-15	220	18,000
Hoffman	5	56,400	Hotel	304,000	10-15	220	20,000
Hotel Square		10,900	Open Space				
Hoffman	6	195,210	Office	1,036,000	10-15	150	33,500
New Retail	6	-	Retail	50,000	1-2	20-40	50,000
Hoffman	7	105,800	Retail	25,000	1-2	20-40	25,000
Existing Cinema	7	-	Retail	136,000			136,000
Hoffman	8	59,200	Residential	500,000	20-25	250	50,000
Hoffman	9A	82,500	Residential	407,000	15-20	220	15,000
Hoffman	9B	74,100	Office	956,000	20-25	250	50,000
Eisenhower Station	9B	28,300	Open Space				
Metro	10	9,700	Retail	4,000	1-2	20-40	4,000
Hoffman	11	66,600	Office	591,000	10-15	220	10,000
Hoffman	12	48,300	Residential	549,000	15-25	250	20,000
Mill Race	13	59,260	Residential	490,000	15-25	250	12,000
Hoffman	14	109,400	Retail	18,000	1-2	20-40	18,000
Approved Parking	14					100	
Andrews	16	20,822	Hotel	100,000	10-15	150	
Mill Race	17	77,540	Office	433,000	15-25	200	4,000
Mill Race	18	76,700	Residential	525,000	15-25	220	14,000
ATA	19	57,800	Residential	395,000	10-15	150	
RPA/Park	19	55,000	Open Space				
ATA	20	77,100	Office	585,000	10-15	200	
Simpson, Phase 1	23	60,100	Office	98,000	10-15	200	
Simpson, Phase 2	23	92,400	Office	304,000	10-15	200	

*The net development site area does not reflect surveyed information and is based on best available information. This site area may be adjusted in the actual creation of the block areas.

**Reflects desired location and amounts. Accessory retail may be provided on sites not noted for retail.

Figure 4-9 Development Controls CDD 2

contained within the Hoffman Town Center, as well as a neighborhood serving convenience retail center at the east end of the study area south of Eisenhower Avenue and located on the extension of John Carlyle Street.

Figure 4-11 indicates the primary concentrations of retail/entertainment uses and the general street frontages where ground floor retail must be located.

The Plan envisions retail/entertainment uses as an integral part of the development of Eisenhower East. The intent is to create carefully planned retail centers integrated into the other uses to create the desired vibrant mixed-use community.

The retail and entertainment uses must be carefully planned to create a modern, cohesive urban retail environment, rather than just accommodating retail in the ground floor of buildings along street frontages. Several quality retail environments have recently been constructed in the Washington, DC Metro area, and Clarendon, Bethesda, and Silver Spring. These models can serve as examples of quality planned retail environments.

Hoffman Town Center

The Eisenhower East Plan includes a major retail entertainment center as an integral part of the Hoffman Town Center. To achieve the maximum

Name/Owner	Block	Net Development Site Area*	Principal Use	Allowable Gross Floor Area	Building Height (Stories)	Maximum Tower Height (in Feet)	Ground Floor Retail
Park	22	116,000	Open Space				
Hoffman	24	61,100	Office	151,000	10-15	200	
Hoffman	24	48,200	Residential	144,000	4-8	100	
So. Dulany Gardens		15,300	Open Space				
Hoffman	25A	38,500	Office	135,000	10-15	200	
Hoffman	25A	60,400	Residential	96,000	4-8	100	
Carlyle	25B	66,800	Office	204,000	10-15	200	22,000
Carlyle Block P	26	92,600	Office	411,000	10-15	200	34,000
City of Alex	26	41,000	Residential	124,000	4-8	100	
So. Carlyle Square		28,200	Open Space				
Alex Mini-Storage	27	73,300	Residential	350,000	4-8	100	
Virgina Concrete	28	63,600	Residential	282,000	4-8	100	
Hooff-Fagelson	29	55,500	Residential	170,000	4-8	100	
Hooff-Fagelson	30	114,000	Office	512,000	10-15	200	

Figure 4-10 Development Controls CDD 11

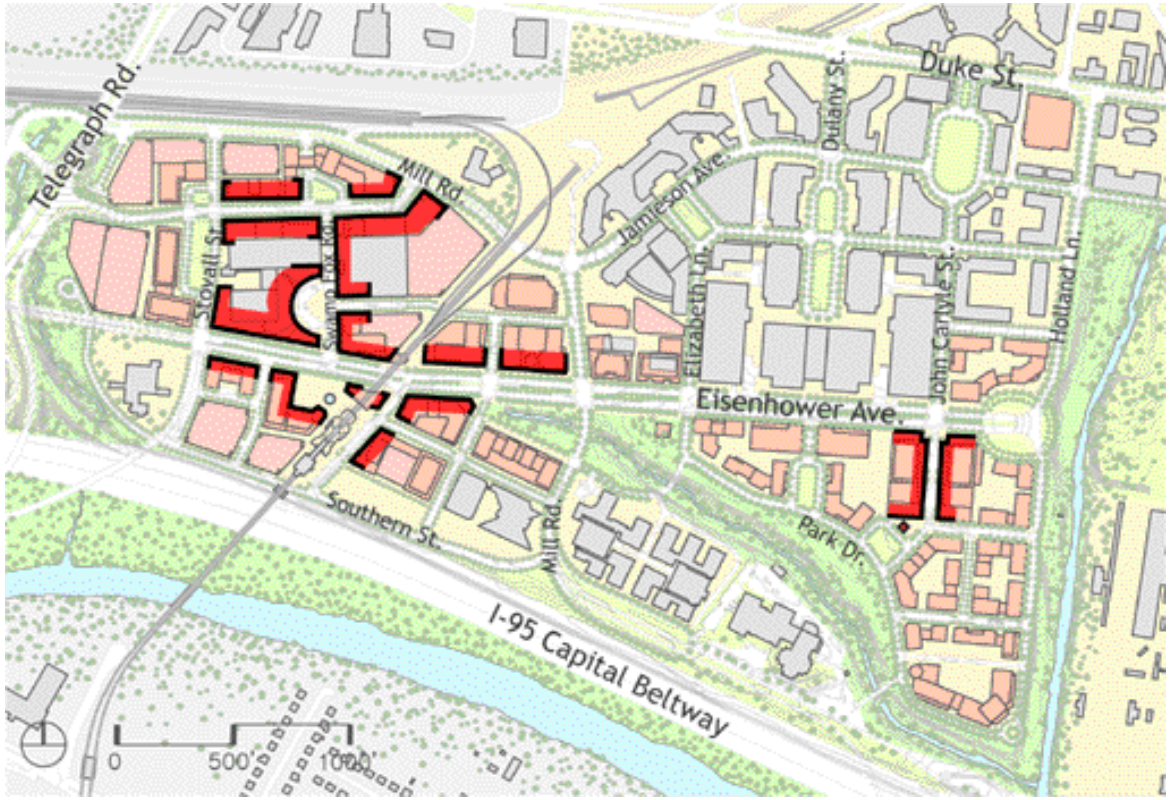

Figure 4-11 Retail Locations

A hardscaped public open space on a retail street

Nightlife activity spilling onto the sidewalk along a retail street

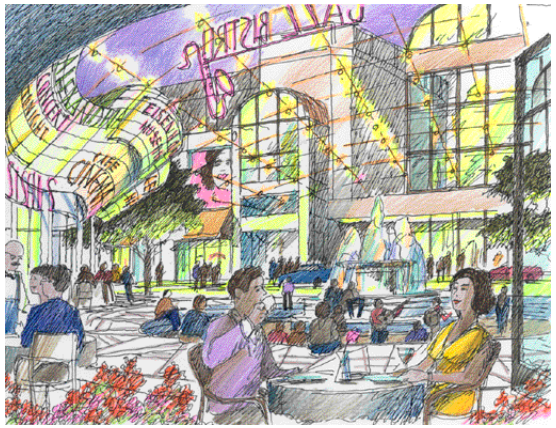

Figure 4-12 View of "Town Center" Looking Towards Cinema

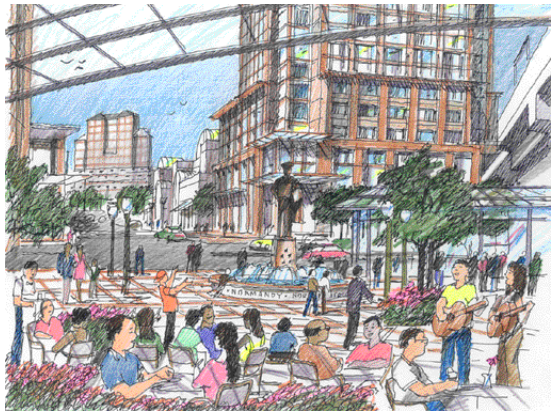

Figure 4-13 View North From Within "Eisenhower Station Square"

synergy between the entertainment and retail facilities and the office and residential uses, the Plan envisions the City working closely with the property owner to create a detailed plan and implementation strategy for a retail center stretching from the Metro station and Metro Square northward along Swamp Fox Road past the AMC theater complex and anchored on the north by a quality new hotel.

The AMC theater complex is key to establishing a retail/entertainment center that will not only serve the residents of Eisenhower East and the City of Alexandria, but will serve the entire region. Studies conducted by the City indicate that already the AMC complex, without the support of additional restaurants and retail, is a regional draw. The theater has attracted more than 1.128 million people in its first year of operation and envisions attracting 1.4 million people in the coming year. As indicated in the figure below, Hoffman Town Center Retail Complex, the Plan envisions that new retail, restaurant and entertainment venues will build outward from the theater complex.

New retail buildings will complete the semicircular drive already envisioned in earlier Hoffman proposals, with the center of the semicircle becoming an attractive urban space with outdoor dining and activities as illustrated in Figure 4-12.

The market analysis indicates that Hoffman's planned retail/entertainment center could be developed at a greater density than was considered in the early planning. The target for new retail entertainment at the Hoffman Town Center should range from 300,000 to 400,000 gross square feet (GSF).

The retail will extend northward to Mandeville Lane, where new retail will be located between the Hoffman One building and the new street alignment. To the east of Swamp Fox Road, new retail will be located between the blank north walls of the theater and Mandeville Lane. This new retail matched by retail on the north side of Mandeville Lane will create an active retail frontage for guests who park in the currently approved 2,800+ car parking structure to be located to the north and east of the theater complex. A new urban plaza or small park is located north of Mandeville Lane and on axis with Swamp Fox Road to create a northern terminus to the retail. Key also to the viability of the center is retail extending from the theaters southward to the Metro station.

The Plan envisions a major retail component in Block 8 immediately south of the theaters and fronting on Grist Mill Road, Swamp Fox Road, and Eisenhower Avenue. The retail will extend eastward on the north and south sides of Eisenhower Avenue, with retail space at the ground floor of the Mill Race residential buildings (Blocks 13 & 18) and the new buildings on Block 12.

A new urban plaza, Eisenhower Station Square, in

the northeast corner of Block 9 (shown illustrated in Figure 4-13), is faced with retail on two sides and open to the north to the Town Center. New retail is added between the south side of Eisenhower Avenue and the Metro station is revised to facilitate the interface with other transit while surrounding the station with retail.

John Carlyle South Retail Center
A neighborhood retail center is planned for the foot of John Carlyle Street south of Eisenhower Avenue as part of Blocks 25B & 26. As opposed to the Hoffman Town Center, which will focus on entertainment, restaurants, and regional serving retail, the John Carlyle Center is thought to provide for the retail and service needs of the immediate residential neighborhood and Eisenhower East in general.

Parking Strategy

Parking is a significant land use component of any neighborhood and the parking for Eisenhower East has been carefully considered in the Plan. The key is to provide sufficient parking to serve the economic and convenience needs of the neighborhood, while limiting the parking commensurate with a well-planned transit-oriented neighborhood.

Most planning ordinances establish a minimum parking requirement for each land use, which can have the tendency to provide parking in excess of what is necessary and thus increasing the use of the private automobile as the primary mode of travel. To encourage the use of transit the Eisenhower East Plan limits the parking for each land use based upon an analysis of the existing parking in the area, the existing parking program in Carlyle and parking ratios employed in similar transit served areas on the Metro system.

The following are the maximum parking standards for structures located within 1500 feet of the Metro station:

- Office
  - Long-term parking 1.66 cars per 1,000 gross square feet of office
  - Short-term parking .34 cars per 1,000 gross square feet of office
- Residential
  - 1.1 cars/1,000 gross square feet of residential
- Hotel
  - 0.7 spaces/room, plus 1 space for every eight seats for restaurant and conference space
- Retail/Entertainment
  - 2.0 cars/1,000 gross square feet of retail/entertainment

To ensure adequate parking during the initial phases of the retail center development, the maximum retail parking ratio will be increased to 3.0 cars/ 1,000 GSF. This parking ratio will be in effect until such time as 2,000,000 GSF of office (with its attendant parking) exists within 750 feet of the intersection of Swamp Fox Road and Eisenhower Avenue to ensure that adequate joint-use parking is in place to serve the retail. At the time that 2,000,000 GSF of office is in place the parking ratio will effectively be reduced to 2.0 cars/1,000 GSF.

The following are the maximum parking standards for structures located greater than 1500 feet from the Metro station:

- Office
  - Long-term parking 2.25 cars per 1,000 gross square feet of office
  - Short-term parking .25 cars per 1,000 gross square feet of office
- Residential
  - 1.3 cars/1,000 gross square feet of high rise residential
  - 2 cars/townhouse unit
- Retail/Entertainment
  - 3.5 cars/1,000 gross square feet of retail/entertainment

In the case of residential and retail uses, minimum

parking standards are suggested to ensure these uses remain competitive and viable, as follows:

- Residential – 1 space/unit
- Retail - 2 spaces/1000 gross square feet

To ensure adequate access, the implementation of the Plan's parking ratios will require an aggressive Transportation Management Program to reduce the amount of single occupancy vehicle (SOV) use. The Plan seeks to achieve a 43% share in non-SOV office trips as a percent of the total daily trips within 1500 feet of the Metro station. It is believed that this ratio can be achieved for Eisenhower East within the twenty-year full build out horizon of the Plan as the Ballston/Rosslyn corridor is currently achieving a non-SOV trip ratio of 44%. Under the residential parking scenario, the residential non-SOV trip ratio is targeted at a 45% share. The Plan recognizes that the current parking ratios in the area exceed the maximum standards outlined in the Plan; however, the standards closely follow those that were recently proposed by experienced developers for the Mill Race residential/office development and approved by the City.

The Plan allows for a phasing in of the parking standards to accommodate existing development and leases, and to recognize that the area will be urbanizing over time. The following are specific provisions for garages not currently approved:

- New garages built to serve new facilities shall meet the maximum parking standards outlined in the Eisenhower East Plan;

- Existing on-grade parking may be maintained on the balance of the undeveloped land in excess of the maximum parking standards outlined in the Plan.

- Property owners/developers with existing on-site parking, when submitting plans for approval of the first building to be built under the Eisenhower East Plan, shall submit a Parking Plan outlining a phased program to transition from the interim stage (where total structures and on-grade parking may exceed the maximums) to full compliance with the provisions of the Plan. In all cases the parking must be brought into full compliance when 75% of the allowable build-out of the parcels in question occurs.

In addition to the influence of the physical amount of parking on the transportation system, a major concern in the planning of Eisenhower East is the potential visual impact of parking structures on the urban environment. Preliminary applications submitted to the Department of Planning and Zoning prior to start of the Eisenhower East planning process showed parking structures that were more than a block in length and twelve stories in height with ten of the stories above ground.

The mass and visual bulk of those proposed parking structures along with the suburban character of a freestanding building linked directly to a free standing parking structure, created a built environment contrary to the expressed goals of the City for Eisenhower East.

The Eisenhower East Plan analyzed several options to reduce the visual impact of the parking. First, lowering the parking ratio to encourage use of transit and mitigate the traffic has the positive effect of also reducing the visual impact of parking. Secondly, the approach to parking at Carlyle has resulted in a positive visual urban environment. Carlyle encourages underground parking and requires above ground parking to be screened from major streets by active uses.

The Eisenhower East Plan provides a strong incentive for incorporating at least two levels of underground parking under the entire development block. The Plan recognizes that there is a cost for underground parking above the cost of on-grade parking. Indeed, there is a premium above the cost for open, stand-alone parking structures. However, it is believed that the benefits to the community from changing the physical approach to parking outweigh the long-term costs. The more urbanized communities along the Metro corridors provide prototypes for

[1] Gross Floor Area (GFA) is defined as the sum of all gross horizontal areas under a roof or roofs. These areas are measured from the exterior faces of walls or from the center-line of party walls. Elevator and stair bulkheads, multi-story atriums and similar volumetric construction, not involving floor space are excluded.

Eisenhower East. The new development in these areas emphasizes the use of underground parking.

The Plan includes, within the Allowable Gross Floor Area (AGFA)[1] on each block, an allotment for above grade structured parking, *as an increase in the allowable floor area otherwise allowed.* The above grade parking allotment assumes that two floors of underground parking have been built; the remainder of the parking for the block, calculated by the following formula, has been added to the non-parking active use floor area for the block, to result in the AGFA.

The area of the site is multiplied by a factor of .9 (assumes that 90 percent of the site can be utilized for underground parking); the resulting number is then multiplied by a factor of 2 to account for the two levels of underground parking. The underground parking area is then divided by 375 SF/car to determine the number of cars that can be theoretically accommodated in the two levels of underground parking. This number of cars is then subtracted from the maximum number of cars to be parked for the active uses in the block to determine the number of cars that may be parked above grade. The number of cars allowed to be parked above grade is en multiplied by 350 SF/car to determine the number of SF to be added to the AGFA.

A hierarchy of streets within the Eisenhower East Plan has been identified and each street is designated as either an "A," "B," or "C" streets for the purpose of the Urban Design Guidelines. As indicated in the guidelines, each of the street types requires the above-grade parking to be screened to a different degree. The screening ranges from the "A" type street where active uses are required to screen the parking from the street to a "C" type street where appropriately designed parking structures may abut the street façade and may be located on the ground floor. (See Urban Design chapter.) In all cases, it is expected that all exposed garage faces will have special architectural treatment to ensure that the garage design, materials and scale are integrated and compatible with the primary building.

Under the provisions of the Plan, there is strong incentive for locating at least two levels of the parking under the building block. If the developer/property owner intends to include the maximum amount of active use (as identified in the Plan) on the block, the design generally must include two levels of underground parking. However, the Plan offers the incentive for the developer/property owner to build more than two levels underground and utilize the full AGFA for active uses.

However, if the developer proposes a lower parking ratio, the additional AGFA may be used

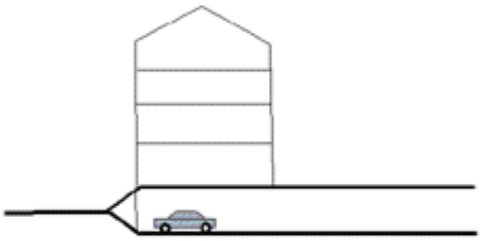

Figure 4-14 CDD 11 Parking Flexibility

for active use. Conversely, if the developer/owner would prefer, more parking could be located above grade (assuming it meets the screening criteria for the street category), but the additional area of the parking would consume floor area originally conceived for active use. In no case shall the amount of parking on the block exceed the maximum parking ratio as designated in the Plan.

The Plan provides for flexibility to the parking program in limited locations and under strict conditions:

In certain areas with the approval of the Director of Planning & Zoning, the Department will consider the option of parking located one-half level below grade or on-grade if the parking is completely concealed by the active use, and the resulting building volume is not deemed to be too large for the site. This approach may be appropriate for

high density residential in the new CDD 11 area, where sites are constrained. With the approval of the Director, the AGFA would be limited to the allowable active use area –a parking area would then not be included in the AGFA. (See Figure 4-14, CDD 11 Parking Flexibility.)

Due to its limited visibility and the location of the existing Courthouse parking structure, an above grade parking structure may be constructed on the northeast corner of Block 23 abutting the courthouse property where it can be integrated into the slope between the courthouse and the subject property. In the interim, surface parking displaced by this structure may be replaced in the new parking garage, in order to maintain the current parking ratio for the two office buildings on the property. The structure must be architecturally designed with special attention to the Elizabeth Lane façade and constructed of quality materials. The structure should be no more than five levels above grade or exceed the height of 45' to the upper parapet as measured from the sidewalk in the northeast corner of the property adjoining Elizabeth Lane. Lighting shall be controlled so that the light source is not directly visible from the street. With the approval of the Director, the area for this parking structure would not be counted toward the AGFA, provided that the visible portions of the parking structure are architecturally treated in a manner acceptable to the Director of Planning and Zoning.

In Blocks 2 & 3, because of their location along the western perimeter of Eisenhower East and abutting Telegraph Road, the parking for office uses in these two blocks may be located above grade, if the structures are integrated into the slope adjacent to Telegraph Road, architecturally designed with quality materials, and generally screened from Stovall Street by the office buildings. In no case shall the structure have more than five levels above grade or exceed the height of 45' to the upper parapet. Lighting shall be controlled so as the light source is not directly visible from the street. Provided that the visible portions of the parking structures are architecturally treated in a manner acceptable to the Director of Planning and Zoning, the AGFA would be limited to the allowable active use area and the parking area would not be counted toward the AGFA.

Open Space Element

Open Space Concept

The Eisenhower East Plan includes a comprehensive system of integrated conservation areas and passive and active parks and urban squares to meet the needs of the residents and visitors to the area. A major goal of the open space concept is to provide connectivity of green spaces within the Eisenhower East area and with the rest of the City.

Early on in the planning process it was determined that the open space and parks within the planning area should be planned holistically, rather than having each development parcel provide a nominal amount of public open space. The Plan establishes a coordinated plan of open space and parks along with an implementation strategy to be undertaken by the City's Department of Recreation, Parks and Cultural Activities.

Under the implementation program, each development proposal within the Eisenhower East Plan area would pay a fair share of the cost of the acquisition and development of open space and parks serving the Eisenhower East area.

Types of Parks and Open Spaces

The Plan includes four types of open space and parks:

Parks/Resource Protection Area

Parks and Resource Protection Areas within Eisenhower East are the largest public spaces and are related in form and location to natural amenities such as stream valleys, watersheds, and resource protection areas. Parks are generally at the edges of a neighborhood and offer large expanses of open space for formal and informal recreational activities. Community amenities such as nature trails, bike trails, and recreational fitness trails are located in parks (See Figure 4-15).

Parks/Resource Protection Areas: Eisenhower Park, The Meadow, Community Park (RPA)

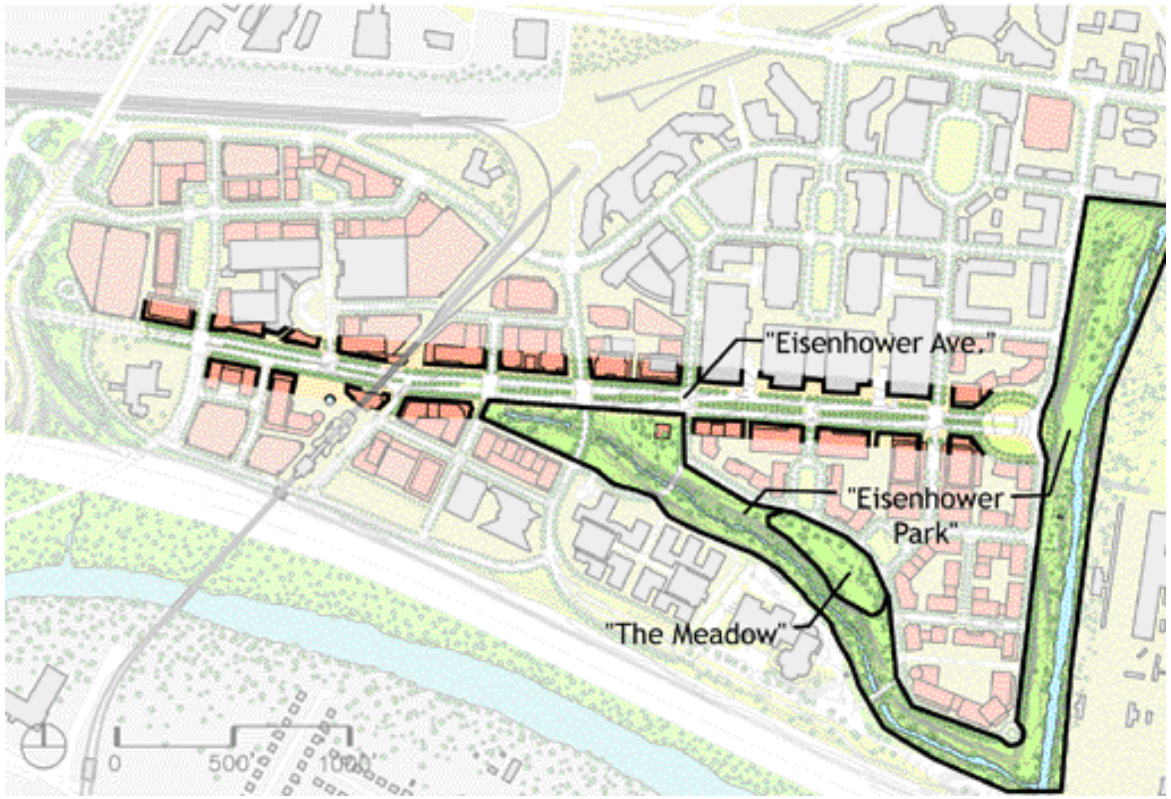

Figure 4-15 Parks, RPA and Boulevards

Neighborhood Squares

The neighborhood square is generally a green space with grass at its center and trees defining the edge of the space. The neighborhood square is the center of a smaller neighborhood unit and provides formal green space for adjacent development. The park can be used for informal and formal activities, such as concerts, etc. but is primarily a green oasis in the urban fabric (See Figure 4-16).

Neighborhood Squares: West Side Gardens, South Dulany Gardens Square, South Carlyle Square

Urban Squares

The urban square is a centrally located space surrounded by active uses and covered by a hard paving material such as brick or stone. Trees mark the confines of the plaza and provide shade at the edge of the space. The urban square is the location of activities such as concerts, outdoor markets, and areas for exterior restaurant and café seating (See Figure 4-16).

Urban Spaces: Eisenhower Station, Hoffman Town Center Square, Hotel Square

Boulevard Park Space

The central spine of Eisenhower Boulevard is to be developed as a linear park with double rows of trees, pathways, seating areas, ample crosswalks, and distinctive lighting. This linear park extends the eastern length of the boulevard and helps to

unify development on both sides of Eisenhower Avenue (See Figure 4-15).

The Parks and Open Space of Eisenhower East

Parks and Resource Protection Areas within Eisenhower

Key to the open space program is the restoration of the RPA lands from Eisenhower Avenue eastward to the southeast corner of the plan area where it meets up with Hooff's Run. Much of this area has historically been neglected or paved over by inappropriate development. The restoration of the RPA into the Community Park will open up a cultural resource, as much of this area was part of an important watershed and the outfall of the historic Mill Run.

The north side of the RPA is expanded and enhanced to create a new active/passive park—The Meadow. A City requirement identified during the planning process was to create a security radius northward from the police facility and jail. The near curb of the roadway facing the RPA and the park is located to meet the setback requirement. This new meadow area creates a usable green recreational open space for use of the neighborhood residents and the City. The RPA park will include a recreational trail running generally east-west for pedestrians and bicycles.

Neighborhood Squares

Two smaller neighborhood squares, South Carlyle

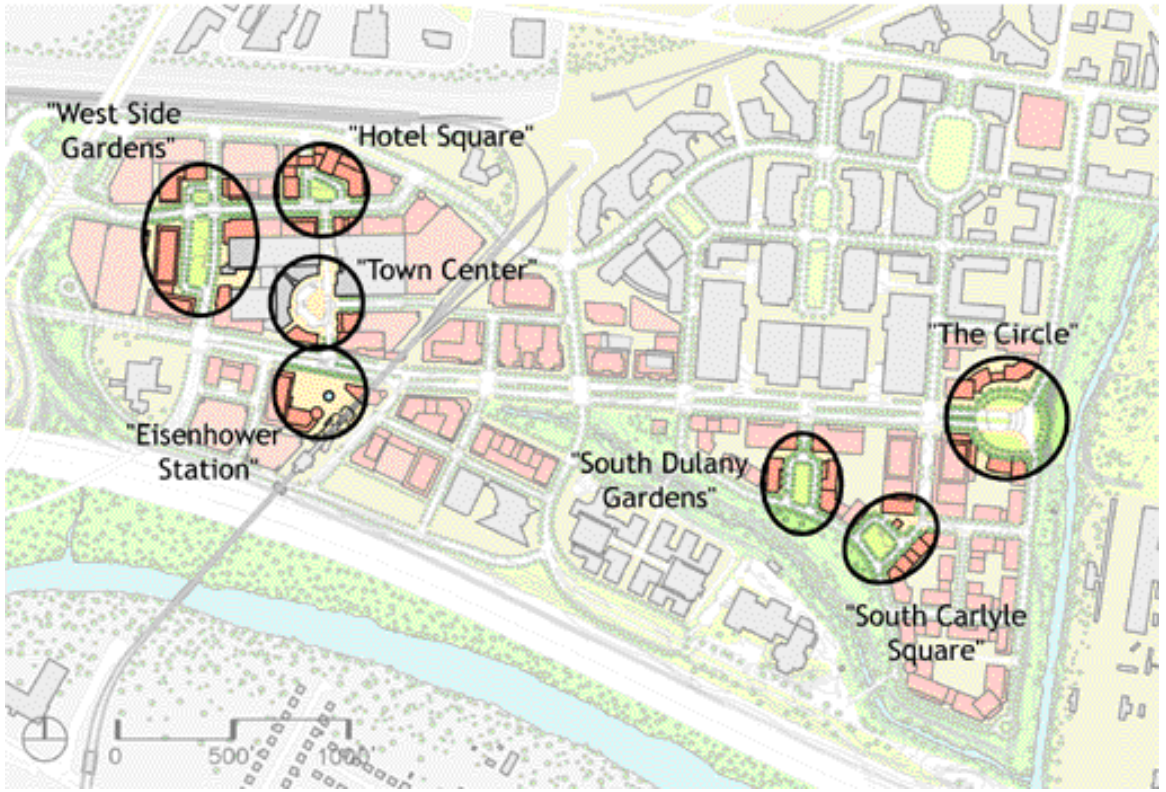

Figure 4-16 Urban and Neighborhood Squares

Figure 4-17 View North into "South Dulany Gardens" from the Community Park

Square and South Dulany Gardens (see Figure 4-17 for an illustrative view of South Dulany Gardens), are located south of Eisenhower Avenue at the foot of John Carlyle Street and at the southern extension of Dulany Gardens.

Each of these parks provides open space for the residents of the southeast portion of the planning area, and, with their position fronting the larger Meadow, will assist in transitioning to the Community Park and opening up glimpses of the enhanced RPA from Eisenhower Avenue. At the west end of the planning area, West Side Gardens will provide a natural green open space on the easterly edge of Blocks 2 & 3. The park will provide a green foreground to new office buildings and natural setback—and perhaps a security setback—from the major traffic carrier, Stovall Street (See Figure 4-16).

Urban Squares

Included within the Hoffman Town Center is an enhanced transit plaza that will surround the Metro station and provide the interface between the transit station and the bus transit loading and unloading zones. A major plaza, Eisenhower Station Square, is located along the south side of Eisenhower Avenue to the west of the Metro tracks on axis with Swamp Fox Road. This station plaza will provide a major gathering and social space along Eisenhower and anchor the southern end of the Swamp Fox Road, the major north south shopping street and the route to the entertainment complex.

Further north on Swamp Fox is Town Center Square, the heart of the entertainment district with restaurants and sidewalk cafes ringing the crescent shaped square (See Figure 4-16). The square will be the major gathering place for day and nighttime activities associated with the shopping, dining, and entertainment venues. This area will include fountains and facilities that will accommodate street musicians, entertainers, and small concerts. Terminating the visual axis of Swamp Fox Road is Hotel Square, which will provide a foreground for the porte-cochere for a new quality hotel that will anchor the northern end of the Hoffman Town Center retail complex.

Boulevard Parks

Eisenhower Avenue, with its wide landscaped brick paved sidewalks, will be a major pedestrian route. The street will be visually narrowed by the very large landscaped center median. There will be a variety of activities and things to see along the Avenue as one passes by the enhanced resource protection park, the Metro station, the retail and gathering space at the Eisenhower Station Square, as well as the Patent and Trademark Museum housed in the grand atrium of the PTO building complex.

AFFORDABLE HOUSING

The provision of affordable housing within Eisenhower East is an integral part of meeting the City's goals and needs for housing that meets the income levels of a broader segment of the community. Alexandria's Affordable Housing Policy was adopted in 1993 to address a number of key concerns: the high cost of housing in the City, the loss of previously affordable market rate housing, insufficient federal expenditures for housing, potential losses of federally-assisted housing, a need for rental housing appropriately sized for families, the increasing demand for affordable housing in connection with projected employment growth, and transportation/traffic concerns.

The policy calls for developers of new residential or commercial development to provide a contribution to the City's Housing Trust Fund (currently in the amount of $1.00 per gross square foot), or to provide on-site affordable units. The City subsequently adopted a preference for on-site affordable units, in lieu of a monetary contribution, whenever feasible.

While the City of Alexandria has established this preference for on-site affordable units, the subsidy cost of providing those units must also be taken into consideration. The City encourages developers to provide to City staff a preliminary calculation of the number of affordable units that can be provided on-site, assuming discounts equal to the formula contribution. The City will determine on a case-by-case basis whether the number of units that can be made affordable using the formula contribution is reasonable for the amount of subsidy required. A cash contribution will be preferred if the subsidy amount does not yield a meaningful number of affordable units at a reasonable subsidy cost per unit.

Affordable sales units should be targeted to households who are income-eligible for the City's homeownership programs (current maximum incomes are $68,700 for households of one to two persons and $79,500 for three or more persons) and should be sold at prices not exceeding the limits prescribed by the City for these programs. Currently the maximum sales price limit is $225,000, with a preference for lower prices (preferably not to exceed $173,200) for one-bedroom units. These income and sales price limits will be adjusted periodically.

For rental units, rents (adjusted to take into account any tenant-paid utilities) should not exceed rent levels published by the Virginia Housing Development Authority, under the Low Income Housing Tax Credit Program, for households with incomes at or below 60% of the area median income. It is anticipated that some of these units can also serve as a housing resource for households with Section 8 vouchers, although these rent levels may require households to pay slightly more than the 30% of income normally required under the Section 8 program.

Coordinated Development District Zone and Development Guidelines

The proposed CDD zones are structured to allow limited levels of development as a matter of right, using conventional zones and to allow greater levels of development for projects that undergo a discretionary review process. The main considerations for development approval under the CDD procedures are conformance with the Eisenhower East Small Area Plan and conformance with the use and design guidelines established herein.

Eisenhower Avenue Metro Coordinated Development District (CDD 2)

Development Without a Special Use Permit
Within the Eisenhower Avenue Metro CDD area, the OC Office Commercial zoning regulations shall apply provided that the maximum Floor Area Ratio without a Special Use Permit (SUP) shall be 1.25. The maximum Floor Area Ratio with an Architectural SUP shall be 2.0. The maximum height without a special use permit for property within the Eisenhower Avenue Metro CDD shall not exceed 100 feet, except on the property known as the Hoffman Tract, where the maximum height shall not exceed 150 feet. Any project proposed for development under the OC Office Commercial zoning shall conform to the Design Guidelines outlined in the Eisenhower East Plan.

Development is prohibited on any portion of the property delineated in the Plan as public open space or roadways. This provision is not intended to affect the amount of total development on the parcel.

Development With a CDD Special Use Permit
Coordinated Development shall occur subject to the following guidelines:

Land Use and Development Controls
There shall be a mix of uses in the area including office, residential, hotel and retail in the location and amount provided within this Plan.

The development controls for each development block include allowable gross floor area (AGFA), maximum building height, the size of public open spaces, the principal use of the property and the desired amount of ground-level retail space and are delineated in Figure 4-9.

Change in the principal use of the property may be permitted within the CDD during the development approval process, provided that the overall 50/50 balance (counting both CDD 2 and CDD 11) of residential and office use is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan. A change resulting in the transfer of an equal amount of square footage from one parcel to another may be done as part of the development approval process. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan. The development figures outlined in Figure 4-9 reflect the transfer of density for original underlying parcel(s) to a smaller net development area. Development is prohibited on any portion of the property delineated in the Plan for public open space or roadways.

Design Guidelines
The area shall include a variety of architecture and building heights that are in general conformance with the height guidelines and architectural principles outlined in this Plan. All above-grade parking structures shall be screened by either active uses or architectural treatment, depending on the type of street on which they are located and visible, as outlined in the urban design section of this Plan. New development projects shall comply with any detailed design guidelines subsequently adopted pursuant to this Plan.

Transportation and Parking Management
All new development projects shall participate in any established Transportation Management District for the Eisenhower East area.

The amount of parking provided with new development projects shall not exceed the maximum amount outlined in the Plan. Where parking is currently provided at a higher ratio for existing uses, the property owner shall submit a Parking Plan for approval by the City outlining the proposed strategy to stage a reduction in the amount of parking provided to the maximum ratio by the time 75% of the allowable development on

the property subject to common ownership or control is constructed.

Street, Open Space and Other Public Improvements
All new development in the District shall participate in any program adopted by the City Council for the equitable distribution of costs associated with the implementation of street, streetscape, open space, parks and other public improvements necessary to support development in the Eisenhower East area.

South Carlyle Coordinated Development District (CDD 11)

Development Without a Special Use Permit
Within the South Carlyle CDD area, the OCM (100) Office Commercial Medium zoning regulations shall apply provided that the maximum Floor Area Ratio without a Special Use Permit shall be 1.0. The maximum height without a special use permit for all property within the South Carlyle CDD shall not exceed 100 feet. Any project proposed for development under the OCM (100) Office Commercial Medium zoning shall conform to the Architectural Principles and Design Guidelines outlined in the Eisenhower East Plan.

Development is prohibited on any portion of the property delineated in the Plan as public open space or roadways. This provision is not intended to affect the amount of total development on the parcel.

Development With a CDD Special Use Permit
Coordinated Development shall occur subject to the following guidelines:

Land Use and Development Controls
There shall be a mix of uses in the area including office, residential, and retail in the location and amount provided within this Plan.

The development controls for each development block, including allowable gross floor area, maximum building height, the size of public open spaces, the principal use of the property and the desired amount of ground-level retail space, are delineated in Figure 4-10 of this Plan.

Change in the principal use of the property may be permitted within the CDD during the development approval process, provided that the overall 50/50 balance (counting both CDD 2 and CDD 11) of residential and office use is maintained, a receiving site is defined and accepted, and the change is consistent with the principles and intent of the Plan. A change resulting in the transfer of an equal amount of square footage from one parcel to another may be done as part of the development approval process. A change that increases the amount of building area on a parcel shall be made as an amendment to the Master Plan.

The development figures outlined in Figure 4-10 reflect the transfer of density for original underlying parcel(s) to a smaller net development area. Development is prohibited on any portion of the property delineated in the Plan for public open space or roadways.

Design Guidelines
The area shall include a variety of architecture and building heights that are in general conformance with the height guidelines and architectural principles outlined in this Plan. All above-grade parking structures shall be screened by either active uses or architectural treatment, depending on the type of street on which they are located and visible, as outlined in the urban design section of this Plan. New development projects shall comply with any detailed design guidelines subsequently adopted pursuant to this Plan.

Transportation and Parking Management Plans
All new development project shall participate in any established Transportation Management District for the Eisenhower East area. The amount of parking provided with new development projects shall not exceed the maximum amount outlined in the Plan.

Street, Open Space and Other Public Improvements
All new development in the District shall participate in any program adopted by the City Council for the equitable distribution of costs associated with the implementation of street, streetscape, open space, parks, and other public improvements necessary to support development in the Eisenhower East area.